

### STATE OF HAWAII DEPARTMENT OF TRANSPORTATION 869 PUNCHBOWL STREET

HONOLULU, HAWAII 96813-5097

November 5, 2015 1:30 pm State Capitol, Room 211

## DIRECTOR Deputy Directors JADE T. BUTAY

FORD N. FUCHIGAMI

JADE T. BUTAY ROSS M. HIGASHI EDWIN H. SNIFFEN DARRELL T. YOUNG

IN REPLY REFER TO:

#### FEDERAL GRANTS DRAWDOWN INFORMATION BRIEFING

Senate Committee on Ways and Means

The Department of Transportation (DOT) is pleased to provide the Senate Committee on Ways and Means the following information.

(1) The name and a brief description of the federal program, the draw down for which is an issue. The description should summarize the types of projects that may be funded by the federal grant and any requirement for State or other local matching funds.

AIRPORTS Division (DOTA) – The Federal Aviation Administration (FAA) administers the Airport Improvement Program (AIP) grants for the planning and development of public-use airports. The grant covers 75% of eligible project costs at large and medium hub airports and 90% of eligible costs at small airports. Eligible projects include those improvements related to enhancing airport safety, capacity, security, and environmental concerns. Any professional services that are necessary for eligible projects — such as planning, surveying, design and construction management — are eligible. Airport operators must provide the local match for the grants, using special funds, passenger facility charges, bonds or other resources. Examples of eligible projects include:

- 1. Airfield projects;
- 2. Support Facilities (Aircraft Rescue and Fire Fighting Station, Hangars, etc);
- 3. Terminal Common Use (restrooms, common areas, non-leasable areas); Passenger Loading Bridges, Systems;
- 4. Fire Trucks:
- 5. Studies (Wildlife, Sustainability, Runway Safety, Pavement Mgt);
- 6. Airport Layout Plan Updates; and
- 7. Master Plans, Environmental Impact Statement (EIS), Environmental Assessment (EA), Noise Compatibility Studies.

<u>HIGHWAYS Division (HDOT)</u> – An annual allocation of federal funds for surface transportation is received through the highways appropriations bills. These highway appropriation bills authorize federal surface transportation programs for highways, highway safety, and transit. The Department received \$151.3 million

of obligation authority in 2015. The Department anticipates receiving similar amounts of obligation authority in 2016. Typically, these federal funds require a state match of 20% local funds.

The federal highway program is a reimbursement program. As such, work must first be completed; invoices received, processed, and paid; and then requests for reimbursements are submitted to FHWA for draw down of federal funds. For large multi-year construction projects, this can result in large federal fund balances as construction work progresses. For example, paving (and concrete pours for bridge decks) is done towards the end of the project and also the most costly item of work. As such, large draw down of federal funds often occurs towards the end of the project duration several years after funds are obligated.

There has been a historical trend within the DOT Highways Program where annual obligations of federal funds exceeded expenditures. This trend led to an unexpended obligation balance (pipeline balance) of about \$950 million in 2010. From then, HDOT has worked closely with FHWA and the 4 counties, who are sub-recipients of the federal program, to take significant steps toward redirecting the program, getting our funding and improvements on the road faster, and reducing the balance of the pipeline.

HDOT and FHWA are prioritizing expenditure of funds through several important steps:

First, HDOT pushed many of its resources into advancing the major projects that were in process into construction. All of those projects (PM Contraflow, Queen Kaahumanu Highway Phase 2, and Airport Viaduct Deck Repair) were placed in full construction mode. By the end of September 2015, the federal pipeline was reduced to \$656.6 million.

Second, HDOT worked with the Governor's office to streamline processes for expenditure of federal funds. This has helped to ensure that HDOT can hit key time frames imposed upon our federal program by FHWA. One key deadline is the ability to be able to provide Notice to Proceed to a contractor within 6 months of obligating a project. Processes that must occur in this time frame are bid advertisement, evaluation and award, contract execution, fund certification, creation of federal and state accounts, and contractor submittal review and approval. These are processes that have historically taken years for some of the major projects.

Third, HDOT has focused on project programming. Project timelines are developed to ensure that we spread out our obligation of projects throughout the year to ensure we are able to manage resources and expend the federal funds this year.

Lastly, we are working in partnership with Central Federal Lands, a branch of Federal Highways Administration, to deliver 11 bridge and infrastructure projects. This partnership will expedite project delivery, get projects to expenditure quickly, and develop a group of projects that are shovel ready so the State is in a better position to compete for additional available grant funding.

HDOT and FHWA have agreed to work together to reduce the obligated/unexpended total to \$450 million by the end of FFY 2018. FHWA and HDOT agree that these steps will put the HDOT on track to meet or exceed this goal. We will continue to improve the HDOT processes in partnership with FHWA.

(2) A brief description of your department's duties in implementing the federal program.

AIRPORTS Division - Airports sponsors who accept a grant offer are also accepting conditions and obligations associated with the grant assurances. These include obligations to operate and maintain the airport in a safe and serviceable condition, not grant exclusive rights, mitigate hazards to airspace, and use airport revenue properly. There are 39 assurances that have to be complied with related to airport development, airport planning, and noise compatibility grant programs. These assurances include, but not limited to, sufficiency and availability of match funds, consistency with local plans, mitigation and removal of airport hazards, generation of revenues to be self-sustaining, and among others, compliance with all Federal laws, regulations, policies, guidelines, and requirements related to the use of Federal grant funds.

<u>HIGHWAYS Division</u> - HDOT administers, operates, manages, and maintains the state's highway program, which includes freeway, highways, arterial roads, bridges, sign structures, tunnels, traffic signals, drainage systems, and other related assets. HDOT also oversees the Counties use of federal highway transportation funds.

- (3) Data on the federal grant, which should include a list of the following by <u>State</u> fiscal year:
  - (A) Total amount of the federal grant appropriated to the State;
  - (B) Amount of the federal grant expended by the State;
  - (C) Amount of the federal grant not expended by the State; and
  - (D) Amount of the unexpended federal grant carried over to and expendable in the next State fiscal year.

Information available below are based on Federal Fiscal Year (FFY).

<u>AIRPORTS Division:</u>

(A) Total amount of the federal grant appropriated to the State;

FFY2015	\$29,610,098
FFY2014	\$42,759,561
FFY2013	\$34,042,375
FFY2012	\$2,096,533

(B) Amount of the federal grant expended by the State;

FFY 2015	\$10,116
FFY2014	\$9,040,022
FFY2013	\$30,851,510
FFY2012	\$1,719,367

(C) Amount of the federal grant not expended by the State; and

FFY2015 \$29,599,982 FFY2014 \$33,719,539 FFY2013 \$3,190,865 FFY2012 \$377,166

(D) Amount of the unexpended federal grant carried over to and expendable in the next State fiscal year.

FFY2015	\$29,599,982
FFY2014	\$33,719,539
FFY2013	\$3,190,865
FFY2012	\$0

If the federal grant requires a State/local match, please also provide similar data on the match.

FFY2015	\$9,065,085
FFY2014	\$13,247,636
FFY2013	\$1,692,702
FFY2012	\$0

#### HIGHWAYS Division:

(A) Total amount of the federal grant appropriated to the State;

Federal obligation limitations for the past three years are shown below:

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	\$151.3 M
	\$154.5 M
<u> </u>	\$169.8 M
	2

(B) Amount of the federal grant expended by the State;

FFY2015	\$264.8 M
FFY2014	\$223.5 M
FFY2013	\$211.4 M
FFY2012	\$199.1 M
FFY2011	\$233.9 M

(C) Amount of the federal grant not expended by the State; and HDOT has exceeded annual allocation for the past five years as noted below:

FFY2015	(\$100,964,597)
FFY2014	(\$73,081,323)
FFY2013	(\$30,040,830)
FFY2012	(\$29,074,344)
FFY2011	(\$60,025,789)

(D) Amount of the unexpended federal grant carried over to and expendable in the next State fiscal year.

HDOT has exceeded annual allocation for the past 5 years as noted above. Please refer to FHWA letter dated October 2, 2015 (attached) commending the State on reducing the unexpended federal obligation balance.

(4) List of projects planned, but not commenced or completed, because of the delay in the draw down.

<u>AIRPORTS Division</u> – See attached table titled 4. FAA Airports Improvement Program Status.

<u>HIGHWAYS Division</u> – There is no delay in draw down. HDOT continues to work cooperatively with FHWA, other state agencies, and all four Counties in meeting the goal of reducing the federal pipeline to \$450 million by FFY 2018. HDOT has successfully reduced the federal pipeline by \$101 million in FFY 2015.

(5) Reasons for the delay in the draw down.

<u>AIRPORTS Division</u> – Grants are issued based on bids. In the State procurement process the time between bid opening and Notice to Proceed is 116-130 working days. This causes about a 7 month delay before Federal funds can be drawn down.

DOT is working to meet the FAA annual target expenditure of AIP grant funds. The FAA target is heavily weighted to expend the majority of the federal funds by the second year after the grant appropriation. In 2015, DOT has made progress to meet the FAA goals for the 2nd, 3rd and 4th years after appropriation. However, work remains to meet the FAA goal for the first year after grant appropriation. DOT's efforts to meet the first year goal is affected by the timing of the FAA grant approval process and the state/DOT process to bid, award, execute contract, commence work, and process contractor's payments to expend the federal funds. FAA grants are issued following the bid opening and are based on the bid results. Following the bid opening, DOT must receive FAA concurrence and can only then proceed to execute the construction contract, issue a Notice to Proceed, and commence construction. This overall process resulted in delays in the draw down.

<u>HIGHWAYS Division</u> – When the federal Pipeline was first raised as an issue by FHWA, nine large construction projects constituted over \$300 million of the \$450 million targeted reduction. There were various issues that delayed these major construction projects, including environmental issues, bid protests, utility and rights-of-way issues, and others. Effort was focused on resolving the issues and expediting these projects into active construction. Active construction on these projects has since resulted in significant draw down of the federal pipeline balance.

(6) A timeline and summary of the notices from federal agencies informing or warning the State or your department of non-compliance in the drawdown of federal grants. Please also attach copies of the notices with the testimony.

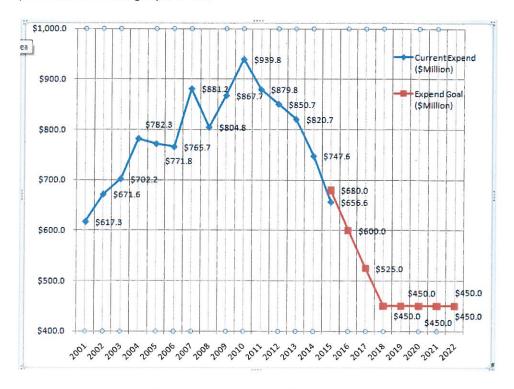
<u>AIRPORTS Division</u> – DOTA has not received a formal written notice of non-compliance. Delinquent draw downs are discussed and monitored at monthly status meeting with the FAA.

<u>HIGHWAYS Division</u> – There are no non-compliance issues. HDOT, FHWA, other State agencies, and the four Counties have all been working cooperatively together since 2011 to decrease the total federal funding balance to \$450 million by FFY 2018. HDOT's efforts have focused on resolving issues with the large complex construction projects, such that active construction could commence and thus generate federal reimbursements.

(7) Actions taken or planned by your department to remedy the federal grant draw down issue.

<u>AIRPORTS Division</u> – The DOTA is holding monthly meetings with the FAA to go through the AIP grant projects, and working together with the FAA and other State agencies to expedite the project to the extent possible. In addition, in the upcoming Supplemental budget requests, the DOTA is requesting that grant projects be initiated with special fund money before a federal grant is secured; and subsequently reimbursed with the federal grant after the federal grant is secured, so that the project is underway and the grant is spent quickly. DOT is working with the Governor's Office to streamline the CIP allotment process.

<u>HIGHWAYS Division</u> – HDOT continues to work cooperatively with FHWA to advance major complex construction project that are critical to the transportation needs of the state. HDOT has also entered into a partnership with Central Federal Lands to develop and reconstruct several bridges and other major highway projects to address critical needs in the State highway system. Through this partnership, several bridge and roadway construction projects will be advancing to construction further drawing down the federal pipeline balance as presented in the graph below.



Thank you for the opportunity to submit this testimony.

		Grant No. State Proj No.
Amount	FK2543.43	-0002-007 EK2543-4
64,715	EHANDA 13	1_
150,000 80,546 69,454	2	L
1,796,533 1,574,106 222,427	AO1022-15	-0005-110 AO1022-1
2,500,000 2,083,978 416,022	AS1120-06	-0000-005 AS1120-06
904,500 425,407 479,093	AS1011-29	-0000-008 AS1011-29
10,522,090 9,918,758 603,332 603,332	AO1021-24	-0005-113 AO1021-24
86.401	AO1022-15	-0005-115 AO1022-15
450,000 331,498 118,502 118,502	AO1014-01	-0005-116 AO1014-01
1,041,930 989,967 51,983	AM4022-14	0012-016 AM4022-14
15,078,803 14,138,326 940,477 840,477	AM4022-15	-0012-017 AM4022-15
2,969,560 2,474,485 495,075 495,075	A05021-13	0014-014 AO5021-13
1,028,705 168,908 857,797 867,797	AS1011-29	0000-007 AS1011-29
1,526,947 1,497,674 29,273	CH1421-33	0004-044 CH1421-33
894,655 574,470 320,185 320,185	AH1051-21	0004-045 AH1051-21
100,000	ES1910-15	0004-046 ES1910-15
16,835,900 2,954,041 13.881.859 13.881.859	AH1031-14	3-15-0004-047 AH1031-14
	AH1071-16	0004-048 AH1071-16
2	90,000	
1,896,964 7,393,938	AO1041-13	
1,825,100	S1809.15	
250,000 210 249,790 249,790		
615,000 29,083 585,917 585,917	01897-15	0005-120 FO1897-15
100,000 210 99,790 99,790	51912-15	3006-050 ES1912-15

4. FAA Airports Improvement Program Status

	Match	Balance		4,931		4.931		9,975	518,135		12,485	433,700		732,500	5,400,000		665,001	121,750		27.544		81,900		81,900	583,790	937 000	000,100
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	Match	Encumbered		4,950		4,950		10,000	523,541	12 540	016,21	433,700		732,500	5,400,000		100,530	121.750		28,440		81,900		81,900	583,790	937,000	2000100
% FAA Grant	Goal	Remaining		19%		1956		19%	19%	200	2	40%	200	40%	40%	è	6	40%		40%		40%		40%	40%	40%	+
% Federal	Grant	Remaining		100%		100%		100%	%66	100%		100%	1000	8.00	100%	100%		100%		%26		100%		100%	3001	100%	
(0)		Carry Over		115,84	***************************************	49,311		99,748	3,998,384	124,848		1,700,000	200 000		16,172,638	1 904 925		262,000		261,413		819,000		000,878	4,000,000	3,071,006	
2	Remaining	Amount	2400	200	71007	10,01	25	23,140	3,998,384	124,848		1,700,000	200 000		16,172,638	1.994.925	,	762,000		261,413		819,000	400 070	000,000	000,000,	3,071,006	
	Expended	Amount	180		189		252	707	20,983	252	1	0	0		0	75				8,047	•	0	C	0 0		1,994	26 000 000
Total Crass	THE DESCRIPTION	Amount	49.500		49.500		100 000		4,019,367	125,100		000,007,1	200'000		16,7 / 2,638	1,995,000	262	0001707		269,460	400	000,810	000 018	4 000 000		3,073,000	400 500
State Deni Nin	5		ES1908-15		ES1906-15		ES1911-15	AO5021.13	01-170000	ES1897-15	0 0 0	01-616107	AO1022-15	200000	2000	AO1014-02	A01133-21		900011	AHZU11-06	FM2505.15		FM4504-15	AO5021-10		AU5021-14	
Alp Grant No.			3-15-0011-020		3-15-0012-018		3-15-0013-045	3-15-0014-015		3-15-0014-016	2.15.000.000	00000000	3-15-0005-121	2000	77	3-15-0005-123	3-15-0005-124		2 45 0000 000	2-13-0008-037	3-15-0011-021		3-15-0012-019	3-15-0014-017		S-13-0014-018	
Description		PREPARE SAFETY MANAGEMENT SYSTEM (SMS) MANIJAI AND	IMPLEMENTATION PLAN	SYSTEM (SMS) MANUAL AND	IMPLEMENTATION PLAN	SYSTEM (SMS) MANUAL AND	= ;	GAR	LIFE HAZARD	POCEDOMENIA	CONDUCT STATE SYSTEM PLAN STUDY - SUSTAINABILITY SYSTEM PLAN FOR WATER INFRASTRUCTURE AT HNL, OGG, KOA & ITO	T	International Airport (24/22R (PHASE IV)	WIDEN RUNWAY 08L/26R PHASE 1 FROM 150' TO 200' (200' X 12 300')	Γ	UPDATE AIRPORT MASTER PLAN STUDY (AGIS SURVEY)	Honblulu INSTALL NOISE MONITORING SYSTEM 3-15-0005-124	CONDUCT ENVIRONMENTAL	IE KONA	-	SHTING	ACOURE ONE 1500-GALLON	n		REHABILITATE BUILDING (HANGAR	TOTAL	20.5
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			2014		2014		2014	2014	2,400	107	2015		2015	2015		2015	2015		2015		2015		$\neg$	2015	2015	1	-

4. FAA Airports Improvement Program Status



#### Hawaii Federal-aid Division

October 2, 2015

300 Ala Moana Blvd, Rm 3-306 Box 50206 Honolulu, Hawaii 96850 Phone: (808) 541-2700 Fax: (808) 541-2704

> In Reply Refer To: HDA-HI

Mr. Ford N. Fuchigami Director State of Hawaii Department of Transportation 869 Punchbowl Street, Suite 500 Honolulu, HI 96813

Dear Mr. Fuchigami:

Congratulations on reducing the unexpended federal obligation balance, or "Pipeline," by \$100,964,597 and the number of open projects by 49 during fiscal year (FY) 2015. As of the end of FY 2015 (September 30, 2015), the Pipeline balance is \$656,577,268 on 531 open projects. In FY 2014, the Pipeline closed at \$757,541,865 on 580 open projects. This year's Pipeline balance reduction is the largest drop in the last 5 years and is the lowest it has been since FY 2002. This is a significant accomplishment and I greatly appreciate your leadership. I commend you and your staff on the continued progress.

While the number of open projects fell short of the 500 goal set for FY 2015, the dollar reduction surpassed the \$680,250,000 goal and puts the state well on track to meet the \$450,000,000 goal set for the end of FY 2018. Enclosed are a summary table and charts that further break down the Pipeline totals, along with charts on the Pipeline balances over the past several years, the monthly federal reimbursements for FY 2015, and the number of open projects over the last five years.

We look forward to our continued collaboration in FY 2016 to improve project delivery and maintain these positive trends with a particular focus on project closures. Thank you again for your full attention and cooperation to resolve both the project and program issues that contribute to the Pipeline.

Sincerely yours,

Mayela Sosa

Division Administrator

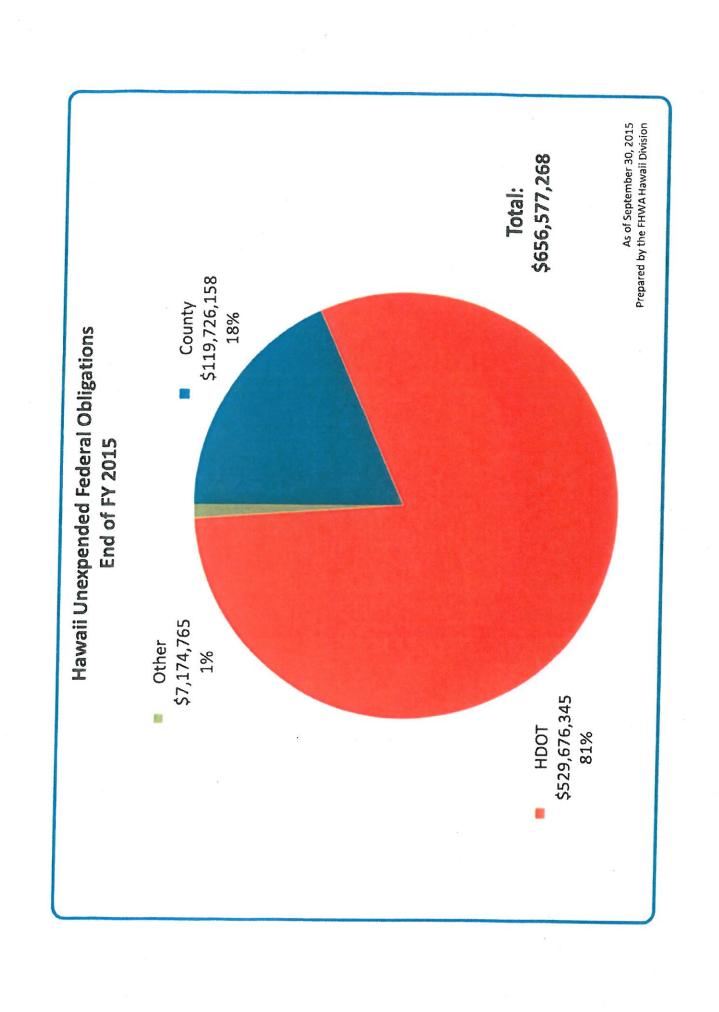
#### **Enclosures**

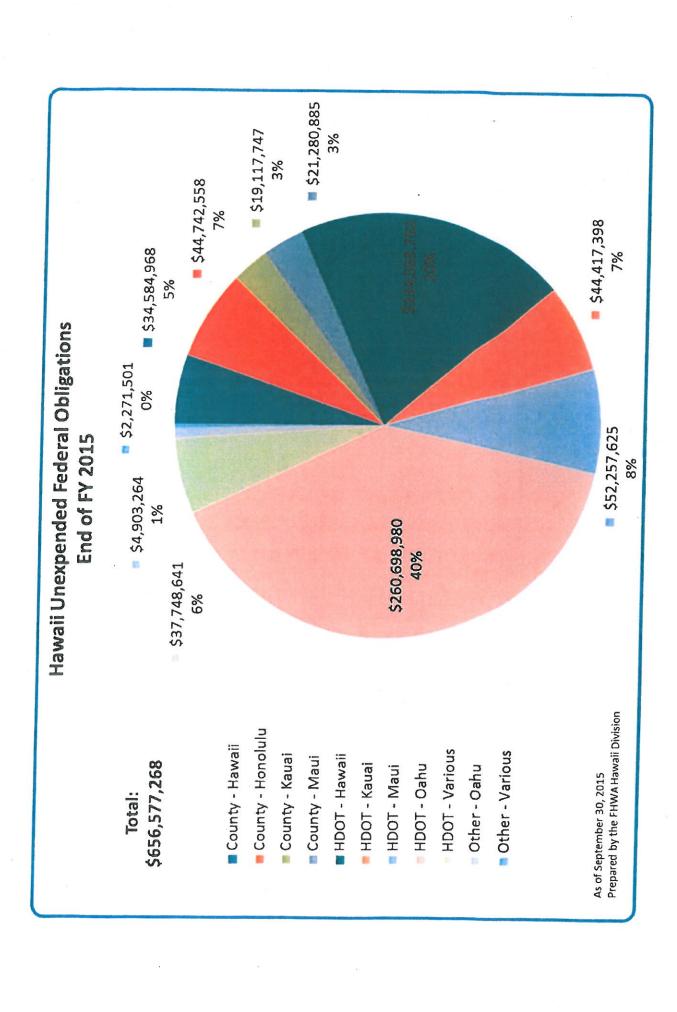
cc: Edwin Sniffen, Deputy Director
Ray McCormick, Highways Administrator
HWY-A
HDOT Districts
Michael Formby, DTS
Larry Dill, Kauai County DPW
David Goode, Maui County DPW
Warren Lee, Hawaii County DPW
Brian Gibson, Executive Director, Oahu MPO

# Hawaii "Pipeline" FY 2015 End of Year Summary Table

% of Unexpended	Obligations	18%	%5	%/	3%	%%	81%	20%	%/	%8	40%	%9	1%	1%	%0	
Unexpended Federal	Obligations	\$119,726,158	\$34,584,968	\$44,742,558	\$19,117,747	\$21,280,885	\$529,676,345	\$134,553,702	\$44,417,398	\$52,257,625	\$260,698,980	\$37,748,641	\$7,174,765	\$4,903,264	\$2,271,501	\$656,577,268
% of Open	Projects	27%	4%	11%	2%	7%	71%	14%	%8	10%	27%	13%	2%	2%	1%	
Open	Projects	142	22	26	26	38	376	75	42	51	141	29	13	80	5	531
Sponsor,	Location	County	- Hawaii	- Honolulu	- Kauai	- Maui	HDOT	- Hawaii	- Kauai	- Maui	- Oahu	- Various	Other	- Oahu	- Various	Grand Total

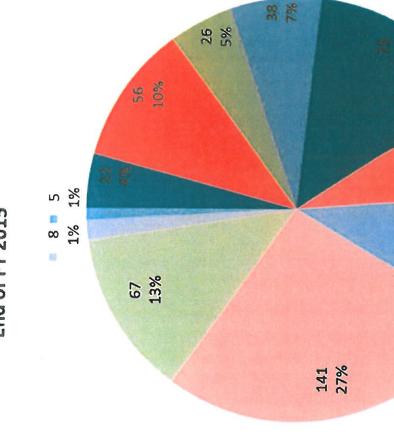
As of September 30, 2015 Prepared by the FHWA Hawaii Division





# Hawaii Open Projects End of FY 2015





County - Honolulu

County - Kauai

■ County - Maui ■ HDOT - Hawaii

HDOT - Kauai

■ HDOT - Maui

County - Hawaii

HDOT: 71% Counties: 27% Other: 2%

Total: 531

As of September 30, 2015 Prepared by the FHWA Hawaii Division

HDOT - Various

Other - Oahu

HDOT - Oahu

Other - Various

42

51

